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ABSTRACT

State-level policy leaders were surveyed in fall 1981 to determine the emerging issues in postsecondary education among the states and to ascertain policy leaders' attitudes toward these issues. A total of 683 surveys were distributed and 214 usable surveys were returned, representing 202 agencies. The overall impressions created by policy leaders' responses are that the quality of education will be the leading issue for the next few years, funding for higher education is losing ground to inflation, and families will be expected to shoulder an increasing proportion of college costs. Additional findings include: overall, 72 percent of postsecondary education policy leaders expect the lag in appropriations to result in tuition increases, 71 percent anticipate maintenance deferral, 71 percent anticipate staff reductions, and 69 percent expect reduced capital outlays; state response to federal student aid cuts will be to pass along the federal cutbacks to families by requiring greater family contributions to the cost of postsecondary education; tuition levels are expected to rise roughly at the rate of inflation; and the five most important issues (not specifically tied to the next budget cycle) were identified as education quality, basic skills and remedial/development programs, physical plant update/replacement, public tuition levels, and the impact of federal student grant policy changes. The distribution of survey respondents by type of position and region is indicated, and samples of survey questions with highlights of responses to these questions are presented. (SW)

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**In This Issue:** In fall 1981 the Education Commission of the States' Education Finance Center conducted the first annual survey of emerging issues in postsecondary education. A summary analysis of this survey is contained in this issue. The complete survey results (in tabular form) are available on request from the ECS State Services Division.

# EMERGING ISSUES IN POSTSECONDARY EDUCATION, 1981
## (A Survey of State Policy Leaders)

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*Education Finance Center, Education Programs Division*

## Highlights

- Overall, 72 percent of postsecondary education policy leaders expect higher education appropriations to lag behind inflation. — *Appropriations*
- Of those 72 percent, 94 percent expect the lag in appropriations to result in tuition increases, 71 percent anticipate maintenance deferral, 71 percent anticipate staff reductions and 69 percent expect reduced capital outlays.
- State response to federal student aid cuts will be to pass along the federal cutbacks to families by requiring greater family contributions to the cost of postsecondary education. — *Student Aid*
- Tuition levels are expected to rise roughly at the rate of inflation. — *Tuition*
- The five most important issues (not specifically tied to the next budget cycle) were identified as education quality, basic skills and remedial/developmental programs, physical plant update/replacement, public tuition levels and the impact of federal student grant policy changes. — *Issues Not Tied to Budget Cycle*
- The most salient issues during the next budget cycle will be general state appropriations levels for higher education, the general decline in state revenues, education quality and public tuition levels. — *Issues in Budget Cycle*

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# Introduction

*Survey Background*

In fall 1981, the Education Commission of the States' (ECS) Education Finance Center surveyed state-level policy leaders to ascertain the emerging issues in postsecondary education among the states and to determine policy leaders' attitudes toward these issues. A small group of influential policy leaders was selected in each state and asked to respond to a comprehensive survey instrument. In all, 323 policy leaders, including governors, legislative education and appropriations committee chairmen, state higher education agency heads, state budget chiefs and ECS State Education Policy Seminars (SEPS) program coordinators were included. A second survey instrument was enclosed for each policy leader's chief postsecondary staff person. A total of 683 surveys were distributed and 214 usable surveys were returned, for a response rate of 31 percent. Of the 323 agencies receiving the survey instruments, 202 responses were received. This represents a 63 percent response rate from the places surveyed.

*Respondents*

Responses were grouped by respondent type and region. This grouping allows for the examination of response differences among different groups (governors' offices, legislators, educators) and regions (Northeast, Midwest, South and West) without singling out any particular state or person within the state. Table 1 shows respondent distribution by type and region. The map (Chart A) on page 3 shows the regional groupings.

**Table 1**
**DISTRIBUTION OF SURVEY RESPONDENTS BY TYPE AND REGION**
**(Figures in parenthesis indicate total number of surveys distributed)**

| | Region | | | | |
|---|---|---|---|---|---|
| Type | Northeast | Midwest | South | West | Total |
| Governors' Offices (including the governor's office staff and budget office staff | 8 (32) | 13 (48) | 16 (52) | 11 (44) | 48 (176) |
| Legislators (including education and appropriation committee chairmen and staff) | 15 (76) | 24 (92) | 19 (106) | 23 (98) | 81 (372) |
| Educators (including SHEEO and their staff) | 8 (22) | 19 (24) | 13 (28) | 12 (24) | 52 (98) |
| Others (including SEPS coordinators and miscellaneous) | 9 (9) | 8 (13) | 9 (8) | 7 (7) | 33 (37) |
| TOTAL | 40 (139) | 64 (177) | 57 (194) | 53 (173) | 214 (683) |

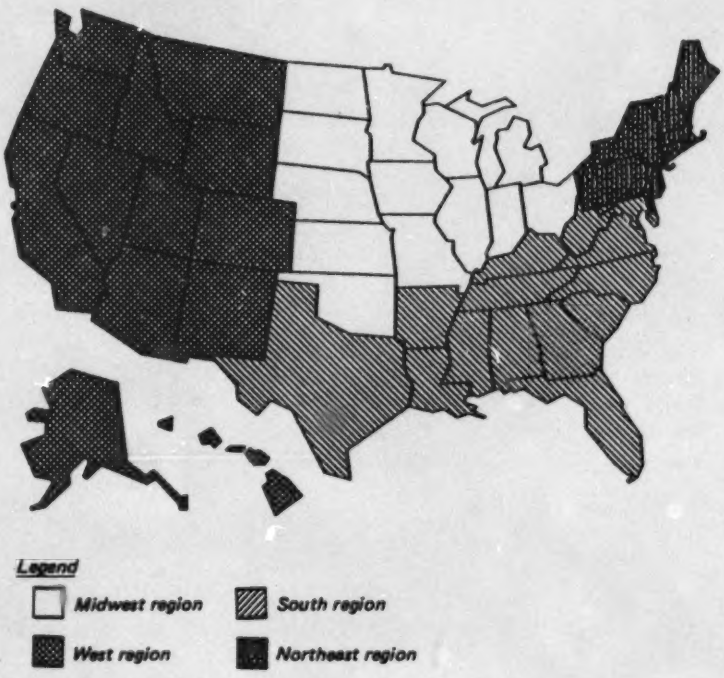
*Major Emerging Issues*

The overall impressions created by policy leaders' responses to the ECS emerging issues survey are that quality of education will be the leading issue for the next few years, funding for higher education is losing ground to inflation and families will be expected to shoulder an increasing proportion of college costs. It is hoped that this report will be helpful in assisting state policy makers to know what others perceive the issues to be and how consistent or different the issues are among regions and types of respondents. Results of this first survey form a benchmark to which future surveys can be compared in order to identify changes in issues over time.

Chart A

Map Identifying Regional Groupings Used in Survey Analysis

*Table: Regional Groupings Surveyed*




## The Leading Issues

*Five Key Issues:*

Table 2 shows the leading issues by region of the country and respondent type. The most striking feature is the broad consensus on the leading issues. From the list of 19 possible issues, 5 emerged repeatedly as the top issues — education quality, basic skills/remedial/developmental programs, physical plant update/replacement, public tuition levels and changes in federal financial aid programs. The two leading issues, quality and basic skills, represent different aspects of our widespread reevaluation of what a college education means and what standards should be applied. Their leading positions among all issues suggest that debates about quality and standards will be increasingly prevalent at the state level and are likely to be increasingly coupled with budgetary decisions.

*Quality, Basic Skills,*

*Facilities,*

Physical plant renovation and replacement becomes critical as buildings constructed during the boom years of the 1960s begin to reach the end of their useful lives. This situation is made more pressing by skyrocketing utility costs for facilities constructed without the present sensitivity to energy conservation.

*Tuition and Fees,*

The concern about public tuition levels reflects the tension between the need to produce more revenue and the desire to maintain access to colleges by keeping the charges to students low. The more basic trend toward taxing limitations produces increased pressure to view tuitions as a user fee and therefore increase their level to more closely approximate the cost of education. With tui-

Table 2

FIVE MOST IMPORTANT ISSUES BY RESPONDENT GROUP AND REGION

*Table: Five Key Issues*

*NOTE: Respondents were asked to list the five most important issues to them, in priority order. Responses were weighted according to the following scale:*

| *Issue Number* | *Weight* |
|---|---|
| *1* | *10* |
| *2* | *8* |
| *3* | *6* |
| *4* | *4* |
| *5* | *2* |

*Issues were then arranged in order of highest to lowest for the whole group before subgroup priority lists were determined.*

| | | Rank Order | | | | | | |
|---|---|---|---|---|---|---|---|---|
| | | Respondent Group | | | Region | | | |
| Issue or category | Overall Rating | Gov | Leg | Ed | NE | MW | S | W |
| Educational quality | 1 | 2 | 2 | 1 | 2 | 1 | 1 | 1 |
| Basic skills/remedial/ developmental programs | 2 | 1 | 1 | 2 | 1 | 2 | 3 | 2 |
| Physical plant update/replacement | 3 | 3 | 3 | 3 | 3 | 5 | 2 | 3 |
| Public tuition levels | 4 | 4 | 4 | 4 | – | 4 | 4 | 4 |
| Federal grant changes | 5 | 5 | 5 | 5 | 4 | 3 | 5 | – |

*Student Aid*

tions heading higher, state policy leaders are definitely concerned about the impact of recent funding reductions in federal student assistance programs and the likelihood of deeper cuts ahead. These actions create a pincer movement on family finances that threatens to reduce access to college unless states can provide substantially more assistance (a questionable possibility).

*Issues Not Identified:*

Three issues are notable for their absence from the list. Policy leaders generally did not identify changes in the federal Guaranteed Student Loan Program (GSL) rules, declining enrollments or state funding of student financial aid as leading issues. While the federal GSL rules may appear obscure to most state policy leaders, the magnitude of current and proposed changes, when completed, will have significant ripple effects at the state level. These include sizable impacts on the level and distribution of enrollments, which in turn will affect the fiscal health of colleges, especially the less selective public four-year institutions.

*Guaranteed Student Loans*

*Declining Enrollments*

The issue of declining enrollments may be suffering from overanticipation — that is, the unfulfilled prophecies in recent years of decline now fall on deaf ears. It remains an issue, however, and may be upon us suddenly, spurred by reductions in student aid funding at the same time costs continue to rise sharply. State funding of student aid is likely to increase in importance as federal funding diminishes, costs increase and enrollment patterns begin to reflect these changes. This issue will be closely linked to the extent to which a particular state desires to maintain access to postsecondary education opportunities for its residents.

*State Funding of Student Aid*

## Losing to Inflation

For public colleges and universities, the most important source of current fund revenues is state-level appropriations. Roughly three-fourths of all respond-

ents expect state appropriations increases to lag behind the rate of inflation. This will mean that higher education institutions will have less purchasing power to meet their continuing obligations. Two general types of responses can be anticipated: (1) an increase in tuition revenues to make up for appropriations shortfalls and (2) a reduction in expenditures.

*Funding Versus Inflation*

Table 3 combines responses to two survey questions in order to show that the anticipated lag in appropriations is not expected to be made up by tuition increases. While there is a clear expectation among all groups of respondents in all regions that appropriations will not keep pace with inflation, there is a clear reluctance to raise tuition rates faster than inflation to compensate.

*Table: Funding and Tuition in Relation to Inflation*

**Table 3**
**COMPARISON OF AFFIRMATIVE RESPONSES TO QUESTIONS ON GENERAL STATE SUPPORT FOR HIGHER EDUCATION AND EXPECTED TUITION LEVEL CHANGES**

| | Respondent Type | | | Region | | | |
|---|---|---|---|---|---|---|---|
| | Gov | Leg | Ed | NE | MW | S | W |
| | (percentage) | | | (percentage) | | | |
| Do you expect appropriations to increase slower than inflation? | 71 | 73 | 69 | 80 | 77 | 67 | 67 |
| Do you expect tuition to rise faster than inflation? | 26 | 27 | 12 | 18 | 23 | 20 | 24 |

*NOTE: Percentages do not add to 100 percent because responses are to different questions.*

On the other hand, when respondents were asked what was likely to happen as a result of appropriations not keeping up with inflation, the first choice (for all regions and all groups) was an increase in tuition (see Chart C, page 14). This ambivalence probably results from the policy leaders' real desire to keep tuitions low being overridden by the pragmatic realities of revenue and expenditure decisions. Other likely results include maintenance deferral, reduction in staff and reduced capital outlays. A combination of these approaches is likely to be used in order to moderate the pace of tuition increases.

*What Happens if Funding Does Not Keep Pace With Inflation?*

## Increasing the Family Burden

In the face of federal student financial aid reductions, state level leaders were asked how they expected their state to respond (see Table 4 and Chart F, page 16). The three most common responses were to expect a greater family contribution (70 percent), expand or initiate a state loan program (43 percent) or take no action (25 percent). Increasing state grant programs (18 percent) or providing greater institutional support (11 percent) were seen as least likely.

*Student Aid and the Burden on Families*

The combination of higher tuition, diminishing student aid funding and higher burdens for families spells greater difficulties in meeting college costs. State and federal decisions about how available student aid monies are distributed will have increasing significance for who attends college in the future. The emerging issues identified here imply that access to postsecondary education may increasingly be defined by a family's ability to pay.

Table 4
RESPONSES TO REDUCTIONS IN FEDERAL STUDENT AID

| | Respondent Type | | | Region | | | |
|---|---|---|---|---|---|---|---|
| | Gov | Leg | Ed | NE | MW | S | W |
| | (percentage) | | | (percentage) | | | |
| How do you expect your state to respond to reductions in federal student aid? | | | | | | | |
| (a) Expect greater family contribution | 51 | 69 | 77 | 85 | 67 | 70 | 63 |
| (b) Increase state grant levels | 15 | 16 | 31 | 18 | 17 | 27 | 12 |

## Rating the Issues

Overall, there is strong agreement on the relative importance of a variety of issues facing higher education in the next few years. *Quality* and *money* are the leading issues in the current budget cycle, while declining enrollment, closing campuses and enrollment ceilings are far down the list.

***Rating the Issues***

Two types of issue lists were created from the ECS survey responses. The first list is based on the question that asked respondents to focus on the dominant issues for the next budget cycle (see Table 5). Money and quality were clearly the major concerns for all respondents regardless of position or geographic location. The second list is based on the question that asked respondents to list the five issues most important to them without regard to the current budget cycle (see Table 6). In this case *educational quality* and *basic skills/remedial/developmental programs* were clearly the leading issues. Of the 20 listed possibilities, only 5 were named repeatedly. In addition to the two listed above, *physical plant update/replacement, public tuition levels* and *impact of federal student financial aid changes* were on nearly everyone's list.

The basic skills and physical plant issues, rated high among the five most important issues, are not rated nearly as high for the current budget cycle. This ambivalence seems to indicate an awareness of the fundamental importance of these issues but no consensus on any action agenda that could be debated in the budget process. Policy makers across the country are identifying these issues as important areas of policy for which no immediate answers exist.

**Table 5**
**ISSUE RATINGS**

*Please rate each issue listed below according to your perception of its importance* during the next budget cycle.

| | Respondent Group | | | Region | | | |
|---|---|---|---|---|---|---|---|
| Issue or Category[1] | Gov | Leg | Ed | NE | MW | S | W |
| 1. General state appropriation level for higher education | Hi | Hi | Hi | Hi | Hi | Hi | Hi |
| 2. State revenue decline | Hi | Hi | Hi | Hi | Hi | Hi | Hi |
| 3. Education quality | Hi | Hi | Hi | | | Hi | Hi |
| 4. Public tuition levels | | | Hi | | | Hi | Hi |
| 5. Federal loan changes | | | | | | Hi | |
| 6. Federal grant changes | | | | | | Hi | |
| 7. State funding of student financial aid | | | | | | | |
| 8. Accountability | | | | | | | |
| 9. Physical plant update/ replacement | | | | | | | |
| 10. Budget decision-making process | | | | | | | |
| 11. Formula funding changes | | | | Lo | | | |
| 12. Governance/coordination structure changes | Lo | | | | | | |
| 13. Basic skills/remedial/development programs | | | | | | Lo | |
| 14. Aid to private institutions | Lo | Lo | Lo | Lo | | | Lo |
| 15. Declining enrollment | Lo | Lo | Lo | Lo | | Lo | Lo |
| 16. Collective bargaining | Lo | Lo | Lo | | | Lo | Lo |
| 17. Enrollment ceilings | Lo | Lo | Lo | Lo | Lo | Lo | |
| 18. Closing/merging institutions | Lo | Lo | Lo | Lo | | Lo | Lo |
| 19. Governance of off-campus programs | Lo | Lo | Lo | Lo | Lo | | Lo |

[1] *Listed in order of highest to lowest overall rating.*

*Key: Hi = High, Blank = Medium, Lo = Low*

Table 6

RANK ORDER LIST OF FIVE MOST IMPORTANT ISSUES BY RESPONDENT TYPE WITHIN REGION

| Issue | Overall Issue Rating | Rank Order | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | Northeast | | | Midwest | | | South | | | West | | |
| | | Gov | Leg | Ed | Gov | Leg | Ed | Gov | Leg | Ed | Gov | Leg | Ed |
| Educational quality | 1 | 2 | 2 | 2 | 2 | 2 | 1 | 3 | 2 | 1 | 1 | 3 | 1 |
| Basic skills/remedial/developmental programs | 2 | 1 | 1 | 1 | 1 | 1 | 2 | 1 | 1 | 5 | 2 | 1 | 2 |
| Physical plant update/replacement | 3 | 4 | 4 | 4 | 4 | | 4 | 4 | 3 | 2 | 3 | 2 | 3 |
| Public tuition levels | 4 | | | | 5 | 3 | 3 | 2 | 4 | 4 | | 4 | 4 |
| Federal grant changes | 5 | | 3 | | 3 | 4 | 5 | 5 | 5 | 3 | | | |
| Governance of off-campus programs | 6 | 5 | | 3 | | | | | | | | | |
| State revenue decline | 7 | 3 | | 5 | 6* | | | | | 6* | | | |
| Governance/coordination structure changes | 8 | | 5 | | | | | | | | | | |
| General state appropriation level for higher education | 9 | | | 6* | | | | | | | | | |
| Enrollment ceilings | 11 | | | | | | | | | | 5 | 5 | |
| Aid to private institutions | 12 | | | | | 5 | | | | | | | |
| Formula funding changes | 14 | 6* | | | | | | | | | | | |
| Closing/merging institutions | 15 | | | | | | | | | | | | 5 |
| State funding student financial aid | 17 | | | | | | | | | | 4 | | |

*Tied with preceding number

## Summary of Responses to Questions

Samples of the questions contained in the ECS survey instrument follow together with highlights of responses to these questions. This is followed, beginning on page 13, with a series of bar graphs (charts) that provide greater detail for each question. The corresponding chart designation and page number accompany each question.

*Will Funding Keep Pace With Inflation?*

*Question (Chart B, page 13):* Do you expect overall appropriations for higher education (public sector and independent sector and student aid) to keep pace with inflation over the next three years?

*Response:* Overall, almost three out of four postsecondary policy leaders expect higher education appropriations to lag behind inflation.

Among regions, this expectation is strongest in the Northeast (80 percent) where not a single respondent expects appropriations to exceed inflation.

Less than 10 percent of respondents expect appropriations to exceed inflation.

*Will Funding Lag Behind Inflation?*

*Question (Chart C, page 14):* If you expect appropriations to lag behind inflation, will that result in (check as many as apply):

| | |
|---|---|
| ___ 1. Program cutbacks | ___ 5. Reduction in staff |
| ___ 2. Enrollment caps | ___ 6. Tuition increases |
| ___ 3. Hiring freeze | ___ 7. Reduced capital outlays |
| ___ 4. Maintenance deferral | ___ 8. Other (please specify) |

*What Will Result?*

*Response:* Multiple responses to reductions in the real purchasing power of appropriations are expected by all respondents. Tuition increases are almost unanimously anticipated, with a combination of other moves packaged in various ways to soften the impact of eroded purchasing power.

Expectations for maintenance deferral run very high. While this may be an appropriate policy response in the short term, its long term implications mean more costly physical plant replacement funded at tomorrow's high borrowing rates.

While staff size is a prevalent concern because of its dominant impact on budget, hiring freezes are not a popular option. Rather a combination of program cutbacks and selective staff reductions seems to be the preferred approach.

Regionally, policy makers in the Northeast have higher expectations of using more cost savings approaches than other regions.

Among respondents, there is general consensus on the relative priorities among various cost saving options. Legislators, however, tend to put less emphasis on maintenance deferral, especially in the West and South.

*Tuition Levels*

*Question (Chart D, page 15):* Do you believe public tuition levels are (too high) (about right) (too low)?

*Response:* Very few policy makers feel public tuition levels are currently too high. Generally, tuitions are viewed as too low or about right. The sizable portion of policy leaders who feel tuition levels are too low can be expected to be willing to increase tuition levels to make up for reductions in purchasing power. This is particularly evident among Western legislators.

*Tuition Changes*

*Question (Chart E, page 16):* How do you expect public tuition levels to change relative to inflation over the next three years?

*Response:* In general, policy leaders expect tuition levels to increase at or above inflation rates. There is little expectation, especially among legislators, that tuition increases can be kept below the rate of inflation.

Cutbacks in federal student aid, increases in tuition and stable state aid programs mean greater family outlays for education. At some point, the family or student decides the cost is too high and college is postponed or forgotten. Access is effectively denied for that student. As cost burdens increase, more and more students capable of benefiting from college experience will fall into this group.

*Federal Student Aid Changes*

*Question (Chart F, page 17):* How do you expect your state to respond to changes in federal student aid programs?

*Response:* Increasing state grant funds, as a direct response to decreasing federal funds, does not appear to be a likely option for any policy makers at the state level.

*and State Response*

Any combination of "expect greater family contribution," "initiate or expand state loan program" or "take no action" will result in families assuming more of the responsibility for financing college costs. These responses were consistently high among all regions and respondents, led by the Northeast, where a combination of greater family contribution and state loans is favored.

On the chart, responses are listed across the top in national average order. For example, "expect greater family contribution" was cited by 66 percent of respondents, while "increase institutional support" was cited by 11 percent of respondents. Multiple responses were encouraged.

*State Funding of Student Aid and*

*Question (Chart G, page 18):* Would you say state funding of student financial aid is (too high) (about right) (too low)?

*Response:* Policy leaders do not believe state funding of student financial aid is too high. Although there is a reasonably even split between rating funding levels as "about right" or "too low," the governors' offices and legislators tended to feel it was about right, while educators tended to feel it was too low. The strongest sense of funding being too low emerged in the Northeast, where there are many independent institutions and public costs are relatively high.

*Will This Change?*

*Question (Chart H, page 19):* Relative to tuition levels in public institutions how do you think the funding of your state's student financial aid programs is changing?

*Response:* Overall, half of all policy makers think student aid is increasing slower than tuition levels in public institutions. Another quarter think it is staying even. No groups, regardless of region, felt financial aid was increasing faster than public tuition levels.

Reductions in federal student aid programs will increasingly force states to confront the issue of continued financial access to higher education for their residents. As costs increase, access will be reduced unless individual states make renewed efforts to aid students and families.

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*Question (Chart I, page 20):* To what extent have your state's student financial aid programs provided financial access to higher education for residents of your state?

*Financial Access and*

*Response:* Policy leaders overwhelmingly feel that state student financial aid programs have been moderately or greatly successful in providing financial access to postsecondary education. Only 10 percent of respondents (22 of 211) did not feel knowledgeable enough to judge the extent of access provided by state student financial aid programs.

Protecting the access provided by the success of these programs will become an increasingly important issue as costs continue to rise and neither family resources or overall aid resources keep pace.

*Question (Chart J, page 21):* Should this level of access be changed?

*Should This Change?*

*Response:* Policy leaders indicated widespread support for maintaining or increasing this level of access. Only 5 of 192 respondents answered that the level of access should be decreased. The depth of this support will be tested as access begins to decline. How well student aid (and the access it provides) will fare against other pressing priorities remains to be seen.

*Question (Chart K, page 22):* Do you expect enrollment levels in your state to be an issue over the next three years?

*Enrollment as an Issue*

*Response:* Seven out of 10 policy leaders expect enrollment levels to be an issue. Two-thirds of the respondents expect the nature of the issue to vary by type of institution, that is, community college, state college, state university, private (independent) or proprietary (for profit):

- Community colleges are expected to increase in enrollment.
- State colleges are generally expected to decrease.
- State universities will tend to be stable or grow.
- Independent colleges are expected to decline in enrollment.
- Expectations for proprietary institutions are more varied with most respondents predicting stable enrollment.

Of the 23 respondents expecting overall enrollment increases, 15 are from the Western region (although none are educators). Of the 32 respondents expecting general enrollment declines, half are from the Midwest.

*Question (Chart L, page 23):* Given the fiscal climate of your state, do you believe that institutional cooperation, mergers or closures will be issues in your state?

*Institutional Mergers/ Closures and*

*Response:* Seventy percent of respondents felt that, given the fiscal climate in their state, college cooperation/merger/closure will be an issue. This was strongest in the Northeast, where 32 of 40 respondents (80 percent) believed it will be an issue. Among respondent groups, there was general agreement on this issue.

*Is This an Issue?*

*Question :* If yes, should the priority in your state be on institutional cooperation, mergers or closing?

*Response:* Cooperation is clearly the favored means of dealing with the issue, with three-fourths of the respondents preferring this approach to mergers or closures. Only 13 of 132 respondents assigned a top priority to closing institutions.

In the overall list of issues, closings/mergers rated very low (18th of 19 issues) as an issue this year. This may reflect a tendency to postpone direct debate on this politically sensitive issue or a hope that institutional level leaders will take the initiative through voluntary cooperative efforts.

*Educational Quality and*

*Question (Chart M, page 24):* Over the last five years has the educational quality of your higher education system generally (improved) (stayed the same) (declined)?

*Response:* Eight out of 10 respondents felt that, over the last five years, quality has improved or been maintained.

- Educators tend to perceive declines in quality more frequently than other respondents.
- On a regional basis, declines in quality were perceived more frequently in the Northeast.

*What Should Be Done in the Future*

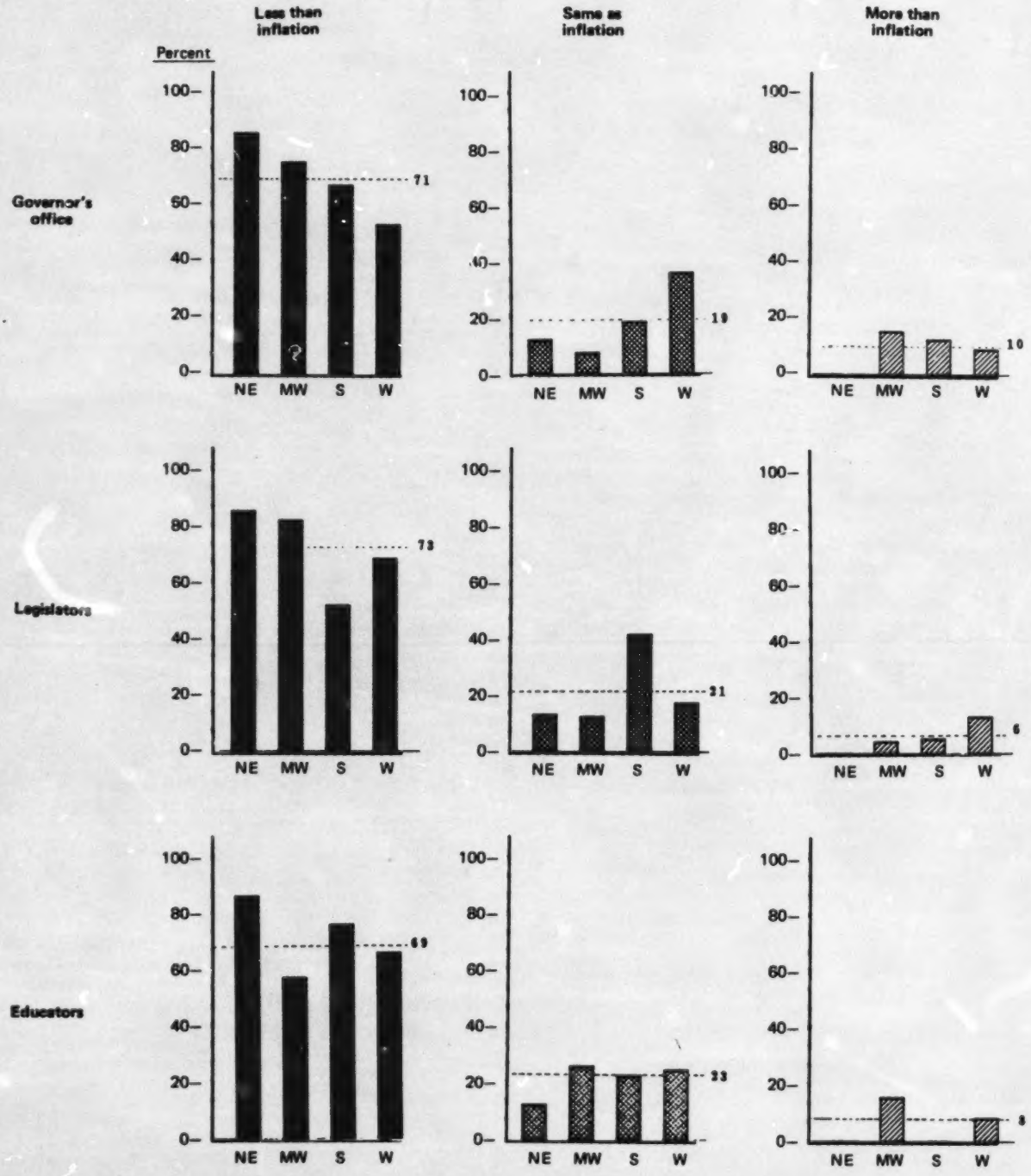
*Question (Chart N, page 25):* Over the next five years should the quality be (improved) (maintained) (reduced)?

*Response:* Most policy leaders feel that quality should be improved over the next five years. This feeling is strongest among educators and weakest among governors' offices respondents. None of the respondents felt the quality of education should be reduced. Taking advantage of the broad support for improving quality during a time of declining purchasing power will require leadership skills emphasizing priority setting, diplomacy and consensus building.

**Chart B**

**Do you expect overall appropriations for higher education (public sector + independent sector + student aid) to keep pace with inflation over the next three years?**

**I expect appropriations to rise —**

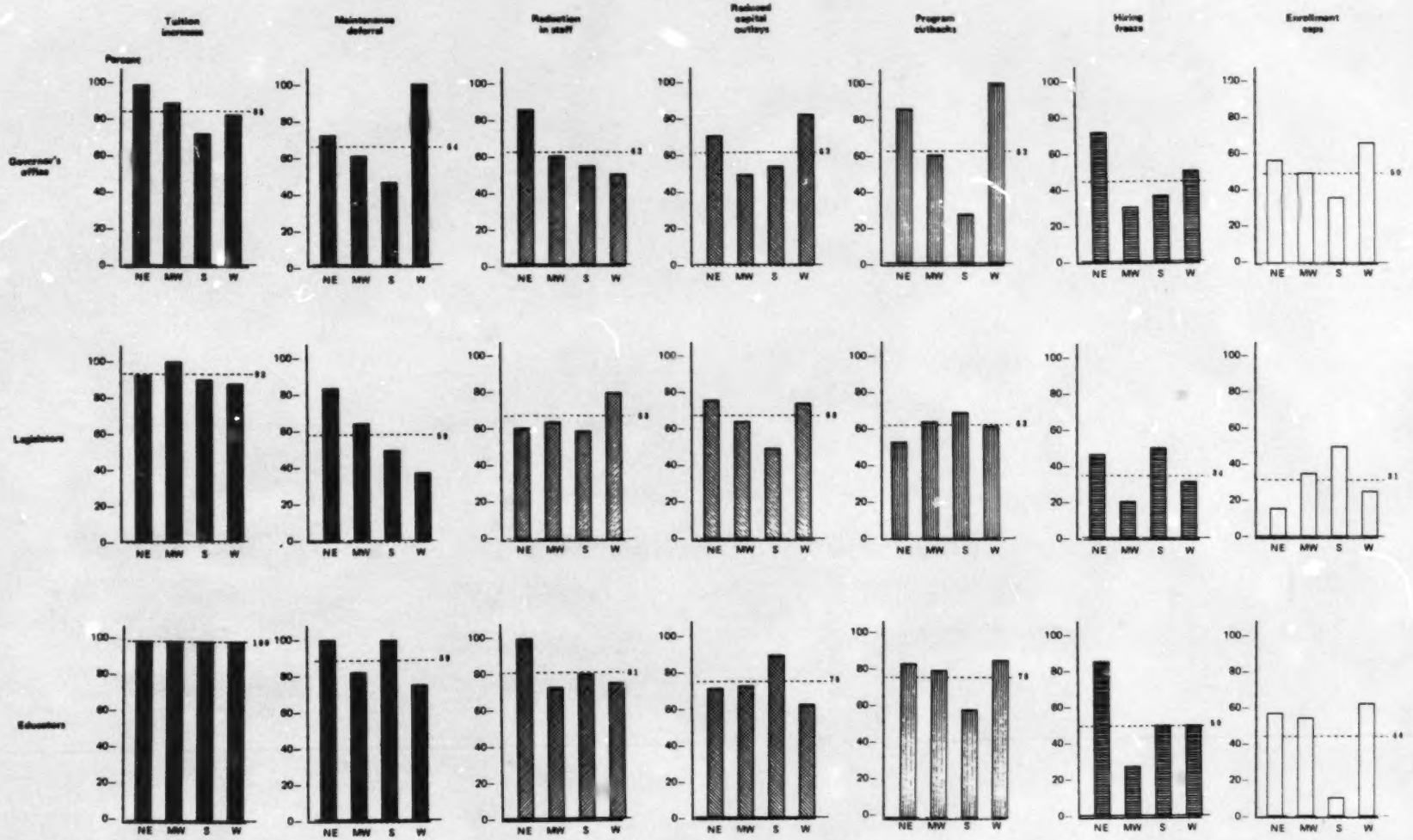



*Represents national average*

*Source: ECS Emerging Issues Survey, fall 1981*

## Chart C

**If you expect appropriations to lag behind inflation, will that result in:**
**(Results are in order of highest to lowest percentage response on a national average)**

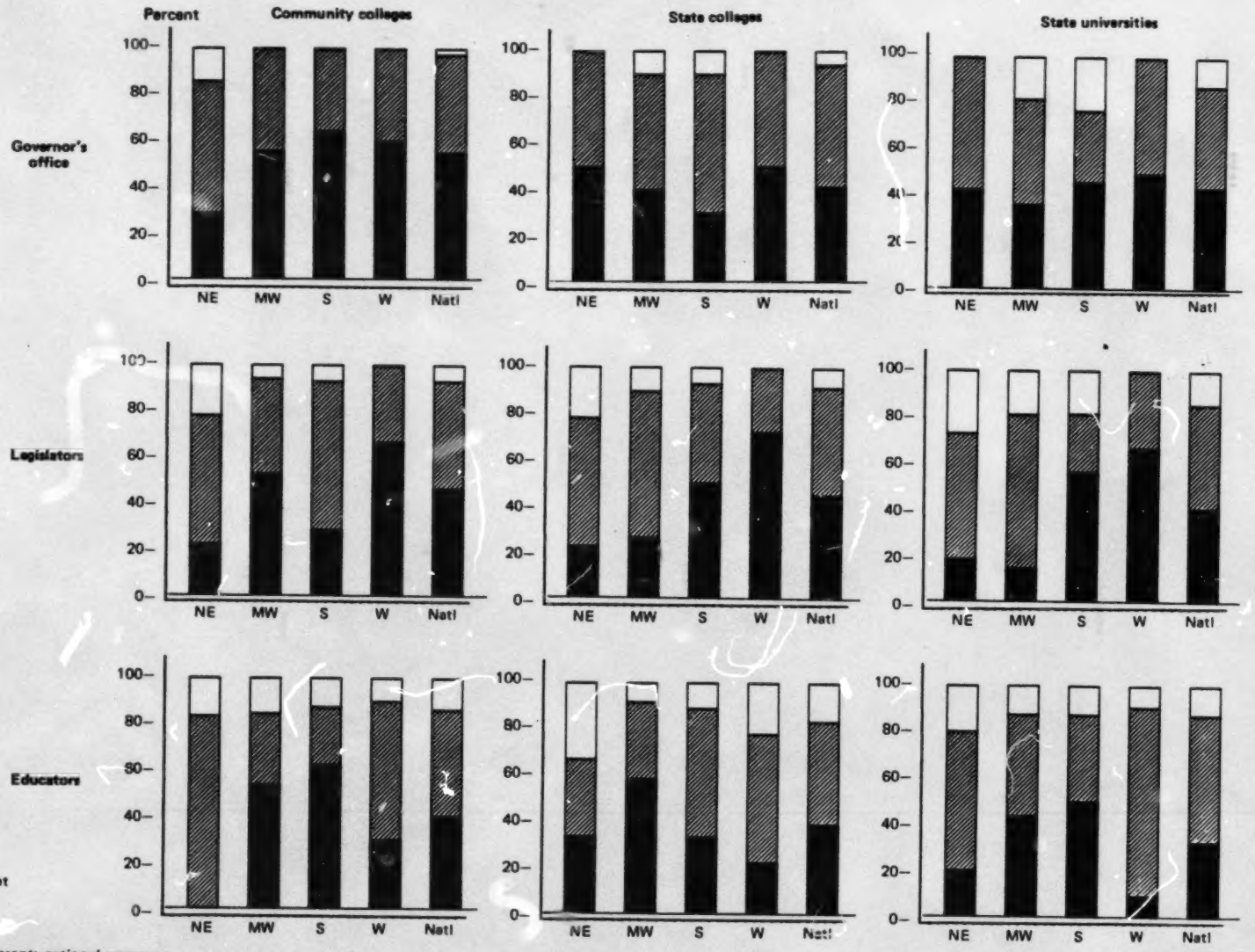



..... Represents national average

Source: ECS Emerging Issues Survey, fall 1981

## Chart D

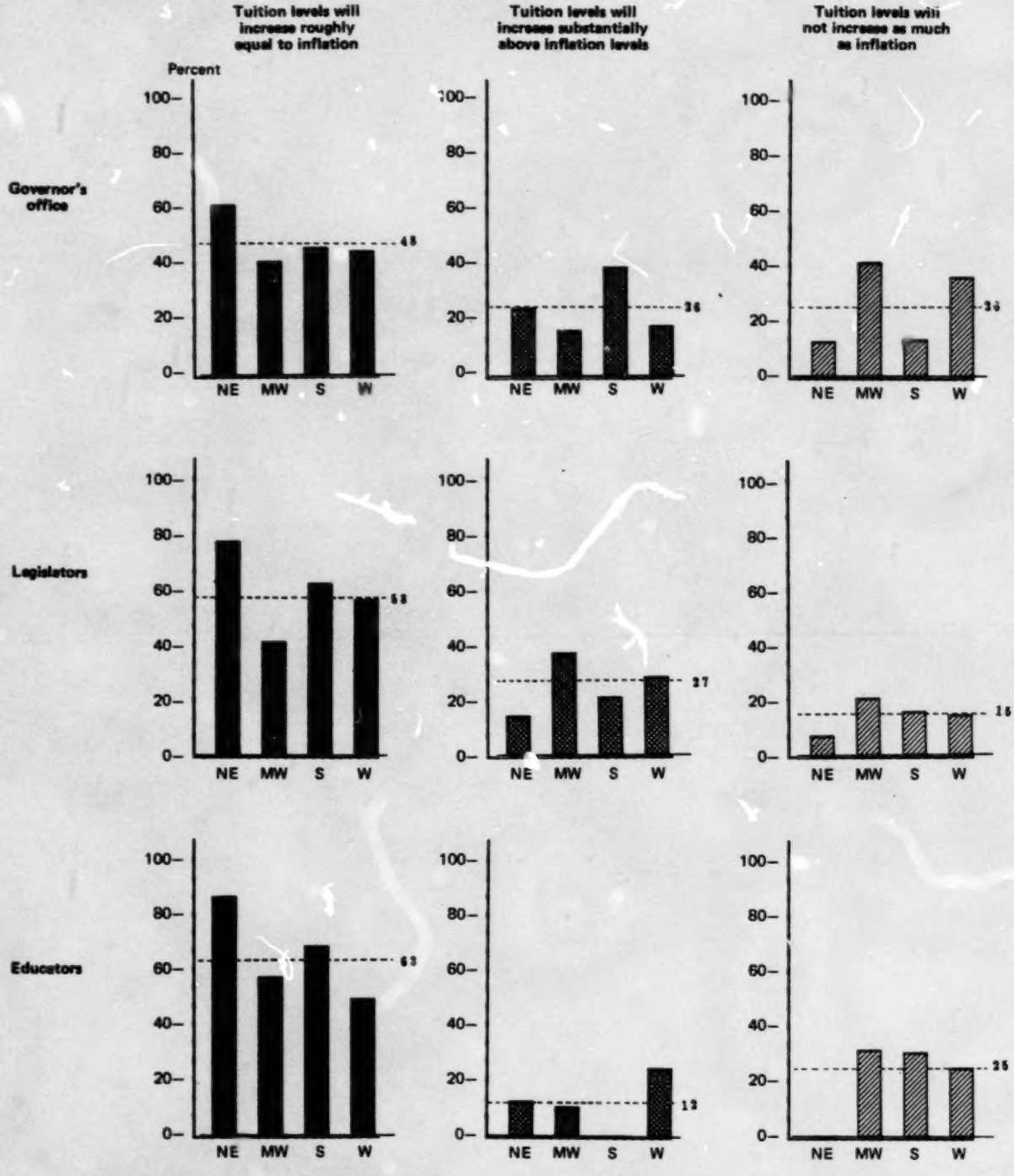
**Do you believe public tuition levels are too high, about right or too low?**




*Source: ECS Emerging Issues Survey, fall 1981*

**Chart E**

**How do you expect public tuition levels to change relative to inflation over the next three years?**

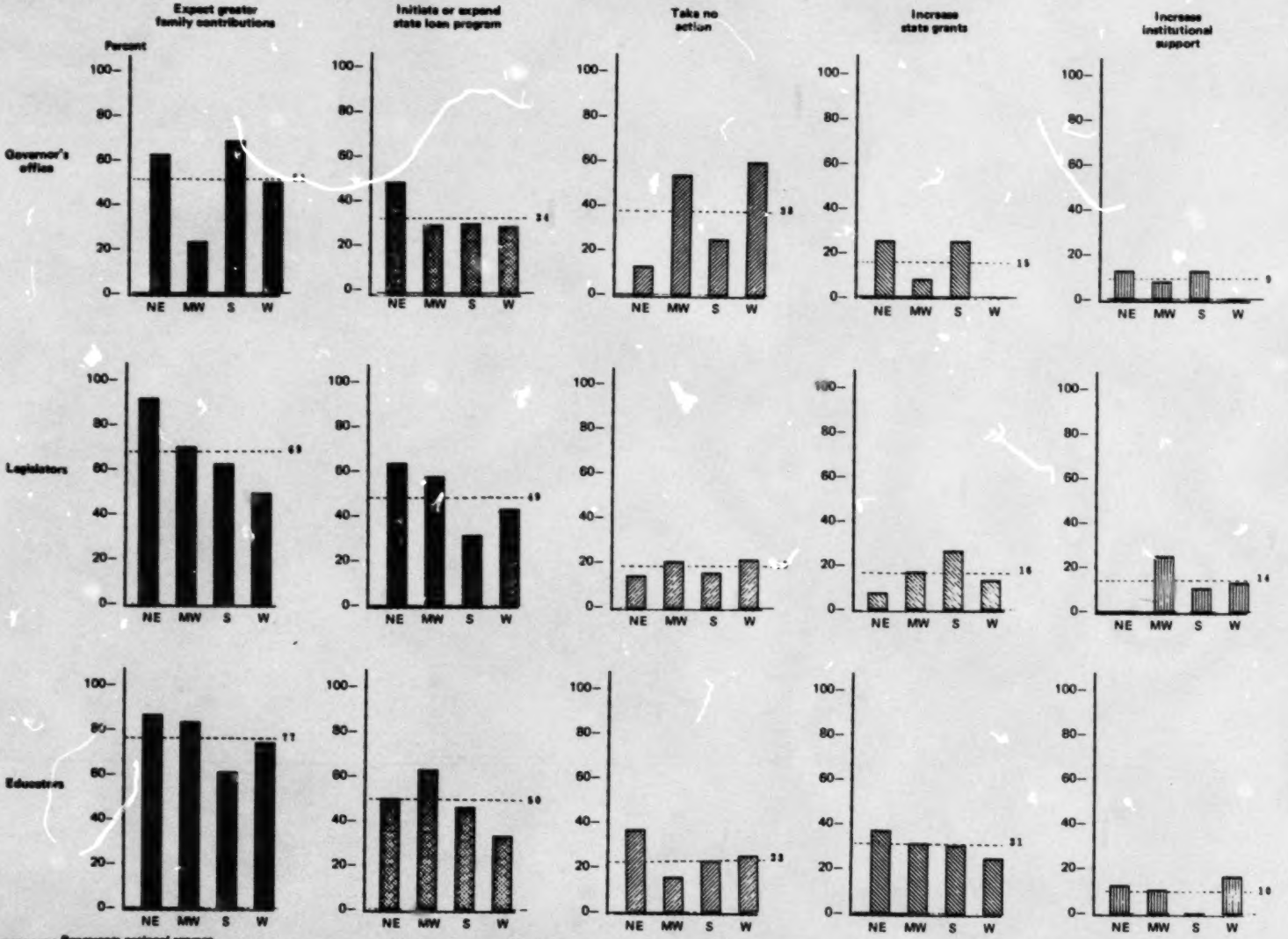



*Represents national average*

*Source: ECS Emerging Issues Survey, fall 1981*

## Chart F

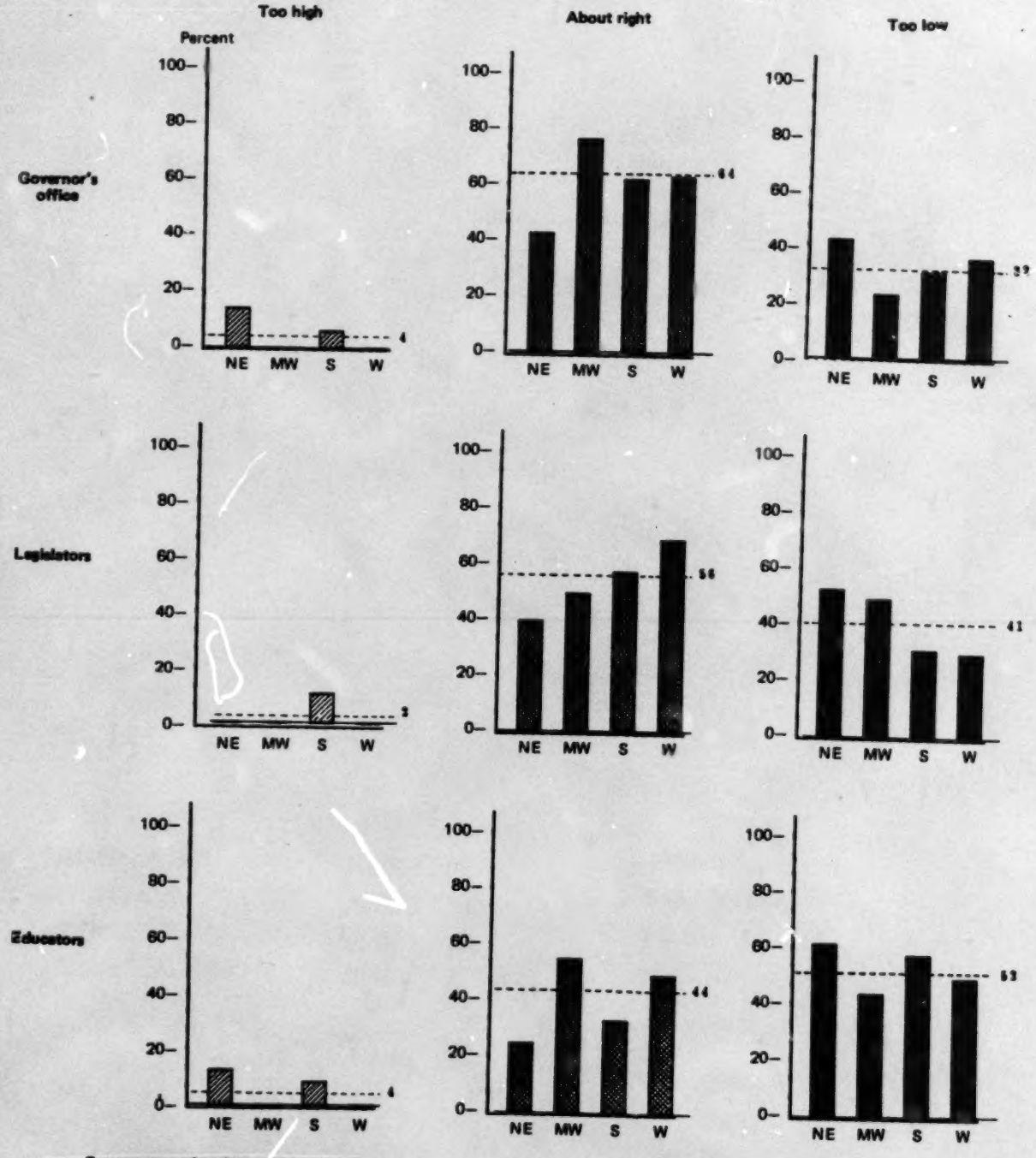
**How do you expect your state to respond to changes in the federal student aid program?**
**(Results are in order of highest to lowest percentage response on a national average)**




Source: ECS Emerging Issues Survey, fall 1981

Chart G

**Would you say state funding of student financial aid is too high, about right or too low?**




Represents national average

*Source: ECS Emerging Issues Survey, fall 1991*



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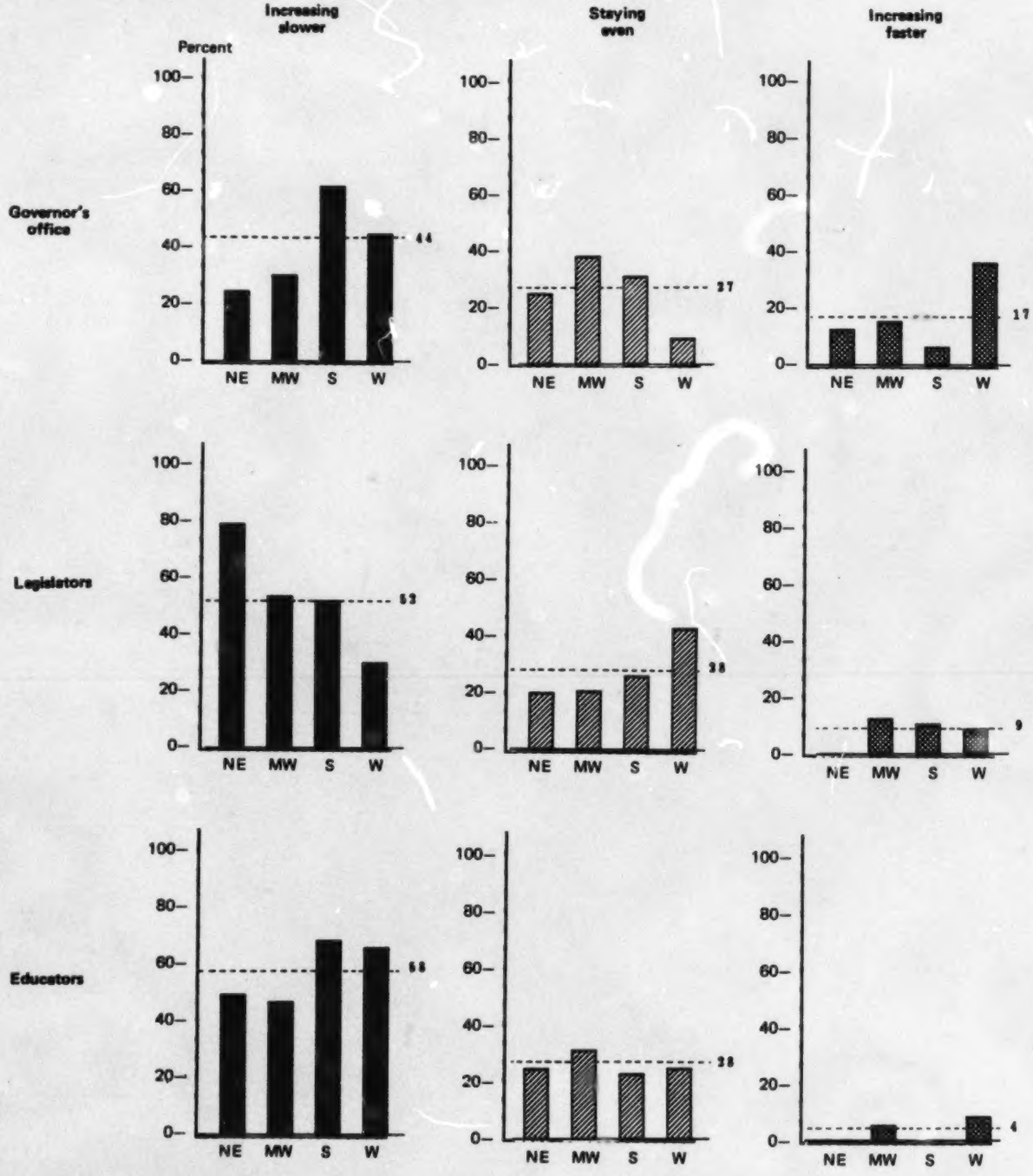
**Chart H**

**Relative to tuion levels in public institutions, how do you think the funding of your state's student financial aid programs is changing?**



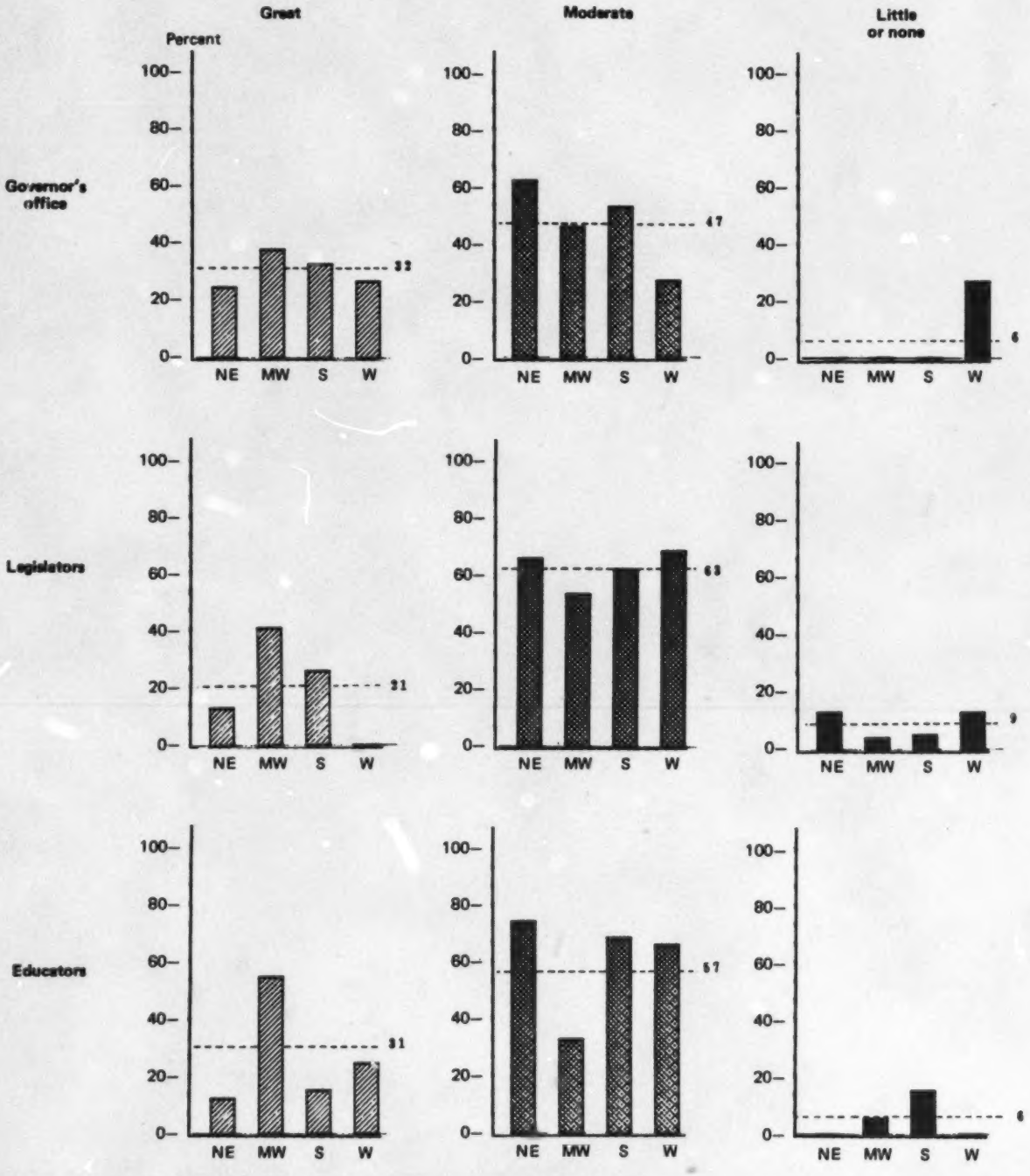

NOTE: Totals may not add to 100 percent because "don't know" category has been omitted.

-------- *Represents national average*

*Source: ECS Emerging Issues Survey, fall 1981*

**Chart I**

**To what extent have your state's student financial aid programs provided financial access to higher education for residents of your state?**



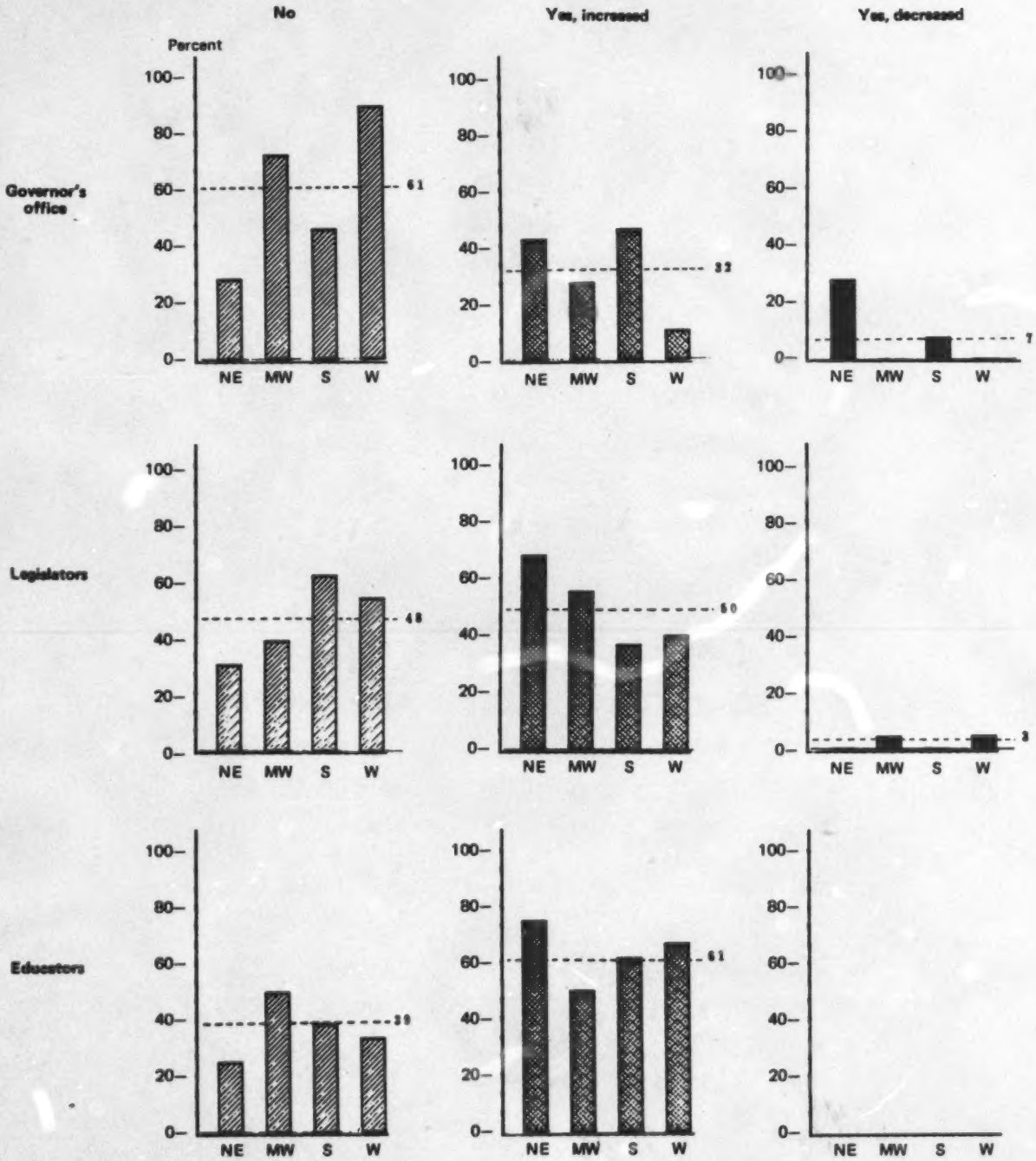

NOTE: Totals may not add to 100 percent because "don't know" category has been omitted.

..... *Represents national average*

*Source: ECS Emerging Issues Survey, fall 1981*

**Chart J**

**Should this level of access be changed?**



## Chart K

**How do you expect enrollments to vary by sector over the next three years?**

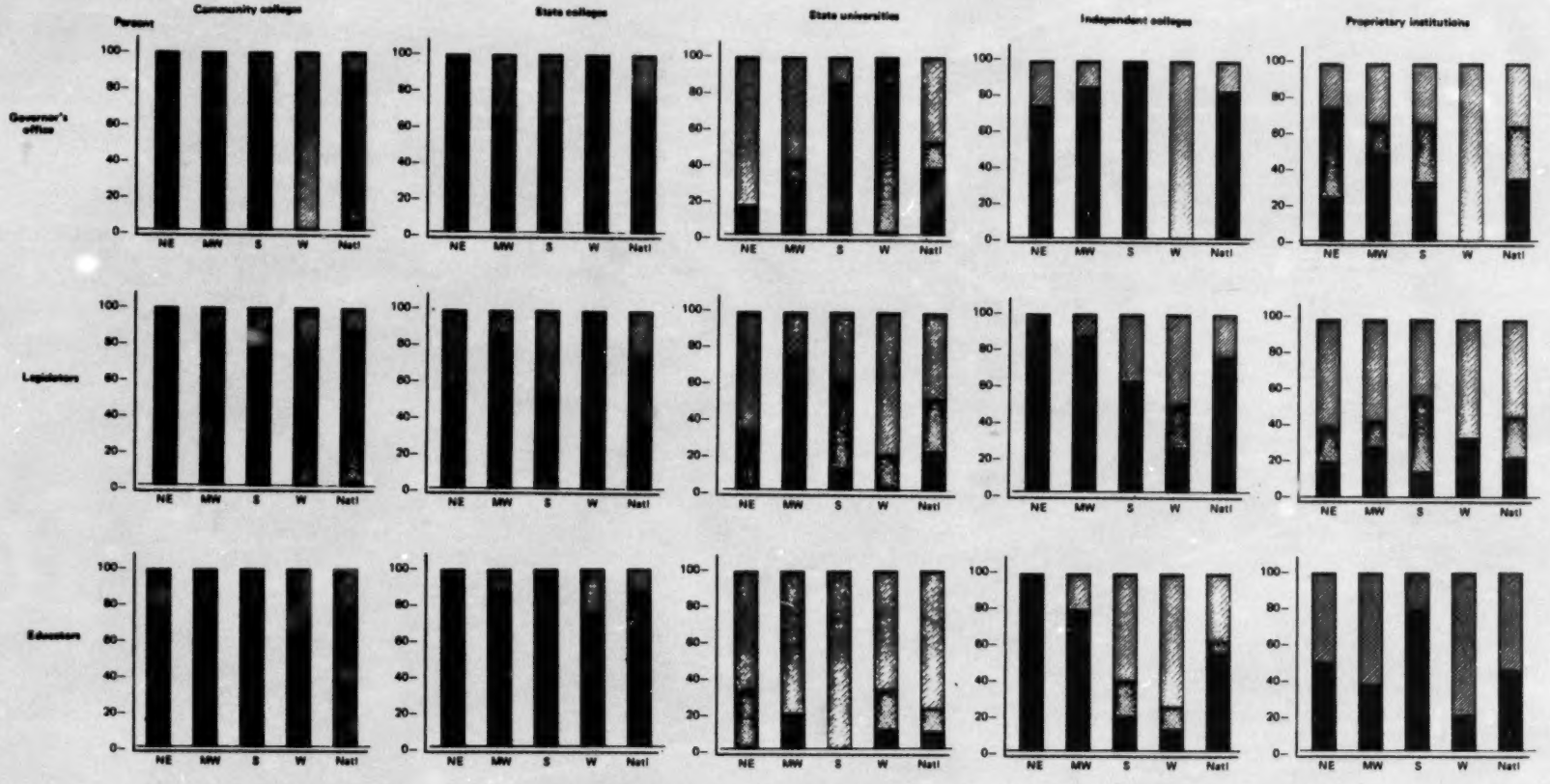
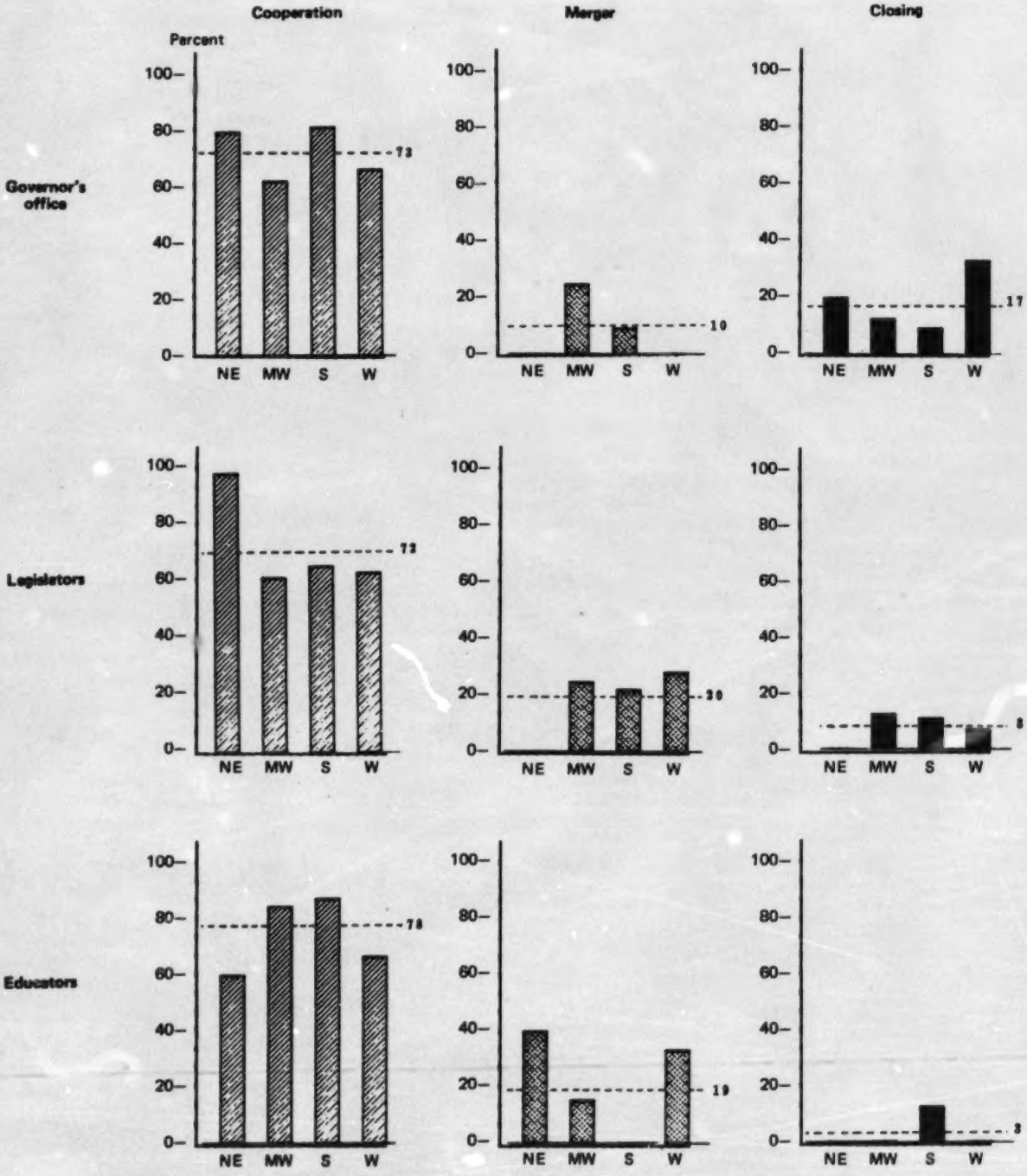


**Chart L**

**If you believe institutional cooperation, mergers or closings will be an issue in your state, which of these should be given priority?**

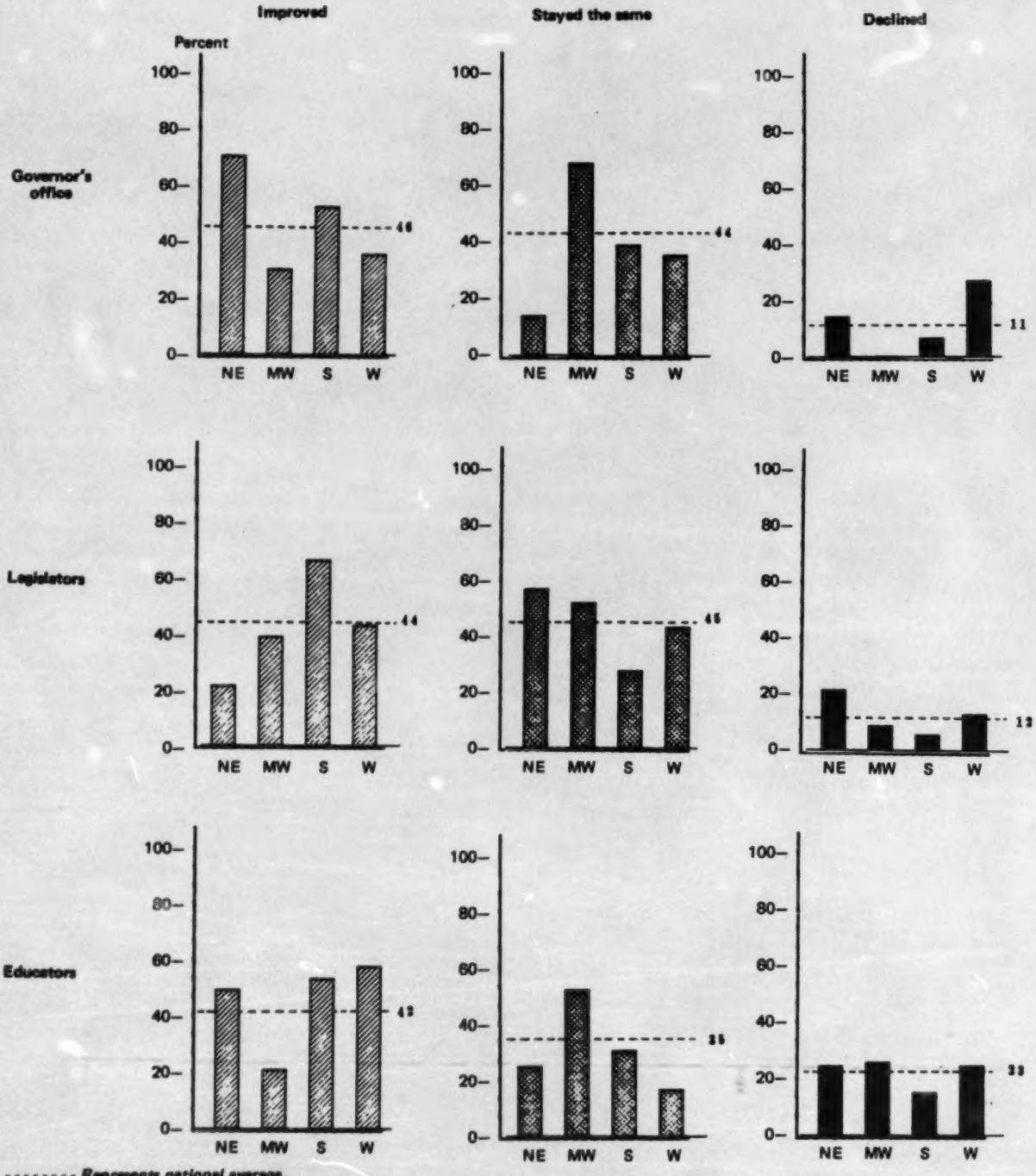



*Represents national average*

*Source: ECS Emerging Issues Survey, fall 1981*

**Chart M**

**Over the last five years has the educational quality of your higher education system generally improved, stayed the same or declined?**

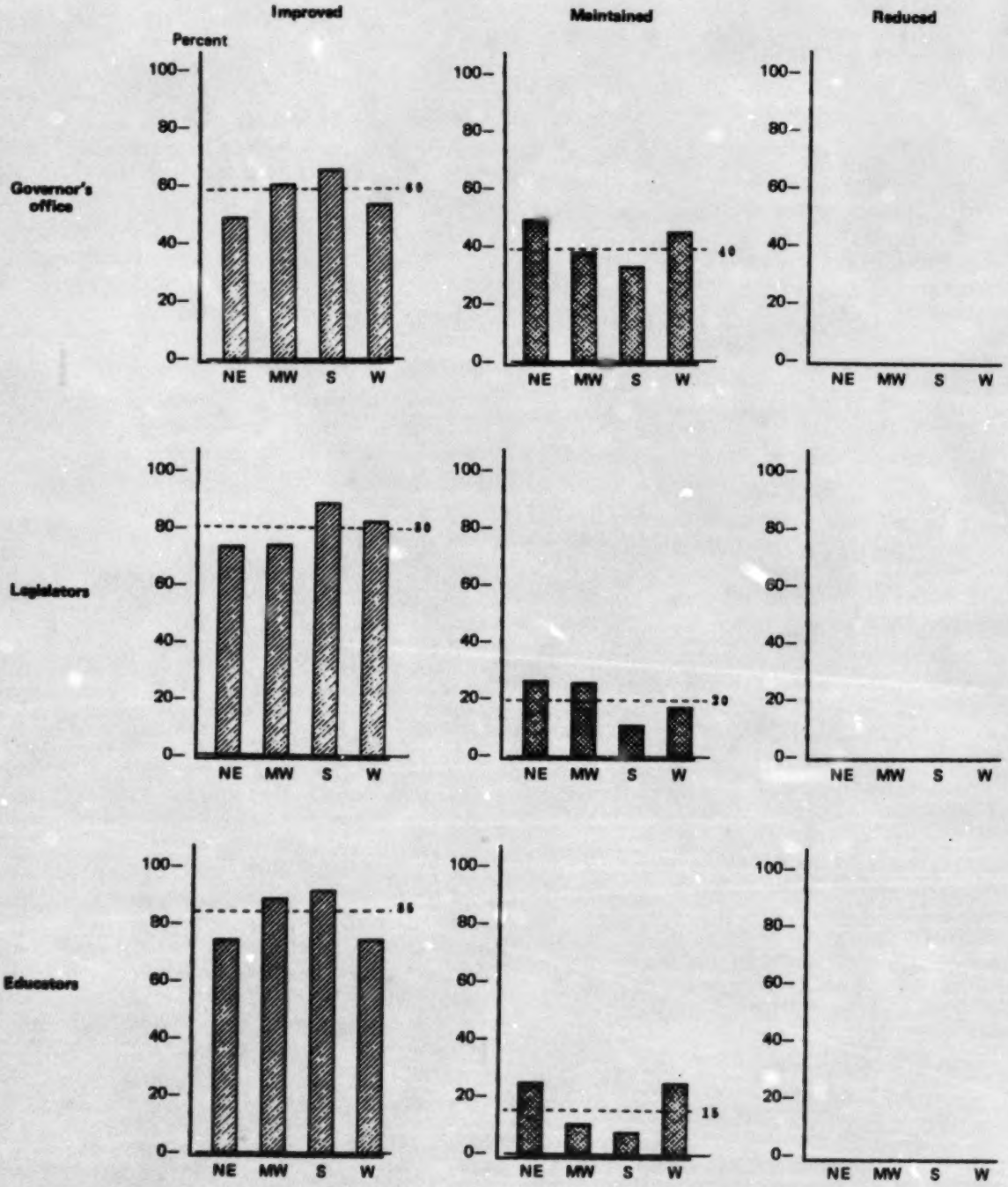



*-------- Represents national average*

*Source: ECS Emerging Issues Survey, fall 1981*

**Chart N**

**Over the next five years should the quality be improved, maintained or reduced?**




*Represents national average*

*Source: ECS Emerging Issues Survey, fall 1981*

# Education Commission of the States

**1982 Subscription Publications**

## GENERAL

### State education Leader

A 12-page quarterly tabloid of special interest to state education leaders, policy makers and others. Includes state and federal news, research reviews, timely and relevant articles on politics and education. Subscribers will also get information on the latest ECS studies, reports and publications, along with in-depth analyses of selected issues. Six *Issuegrams*, brief and informative recaps of hot education topics, are included in the subscription.

**Subscription price: $10 (4 issues) plus 6 *Issuegrams*; introductory offer to 11-30-82. $15 after 12-1-82.**

### Legislative Review

Current overviews of state legislative activity in education's vast and complex arena are presented in *Legislative Review*, an easy-to-read four-page newsletter published 20 times a year for the busy reader. Coverage includes news items that highlight hot topics, spot emerging issues and pinpoint the unusual. Topics range from legislators' responses to the public demand for a return to the basic skills, around education finance and tax reform, through collective bargaining, into significant court cases; and are spiced with occasional bits of whimsy.

**Subscription price: $10 per year (20 issues).**

### Finance Facts

A quarterly newsletter covering the research, legal, legislative and technical assistance activities in school finance around the nation.

**Subscription price: $4 per year (4 issues).**

### Footnotes

A four- to eight-page newsletter containing information on specialty areas of education and preventive law. Prepayment required.

**Subscription price: $10 per year (4-6 issues).**

## POSTSECONDARY EDUCATION

### Higher Education in the States

Established by ECS in 1970, publication of *Higher Education in the States* was temporarily suspended in 1981 and has been reactivated and expanded in 1982. A minimum of six issues ranging from 28 to 112 pages are scheduled for publication, with additional issues on special or critical areas to be published if funds and staff resources allow. The six scheduled issues include:

— "Emerging Issues in Postsecondary Education, 1981," a fall 1981 survey of state policy leaders in the 50 states. (March 1982)

— "A New Look at Community College Access," a 50-state study of the finance problems facing community colleges and the impact these problems will have on students. (April 1982).

— "State Support of Private Higher Education: Programs in Operation or Approved in the 50 States and D.C. as of Jan. 1, 1981 and 1982," 10th and 11th annual tabular surveys of state programs of support. (June 1982)

— "A Survey of the Structure and Responsibilities of State Coordinating or Governing Boards and Public Institutional and Multicampus Governing Boards of Postsecondary Education, as of June 30, 1982," an updated and revised tabular survey first initiated in 1971. (July 1982)

— "Annual Reports From the States, 1981-82," focusing on problems, activities, achievements and other areas of interest to the postsecondary education community. (September 1982)

— A final issue of the year that will include summaries of major state legislative actions affecting postsecondary education in the 50 states and D.C., and how these actions relate to the emerging issues identified in the annual reports from the states and the ECS survey of emerging issues in postsecondary education; and projection of emerging issues in 1983. (November 1982)

**Subscription price: $24 per year (minimum 6 issues).**

**(NOTE: 1981 subscribers will receive the issue containing the annual reports from the states for 1980-81, and a $6 discount on 1982 subscriptions.)**

**State Postsecondary Education Profiles Handbook**

A 300-page handbook, three-hole punched for handy reference, contains narrative descriptions of the structure of postsecondary education in each state; basic descriptive statistics; annual and biennial reports and special reports and studies published by the state agencies in the most recent year; and special reports and studies planned or under way. The 1981 edition is now available and the 1982 edition will be published in October 1982.

**Subscription price: $15 per edition.**

**Directory of Professional Personnel: State Higher Education Agencies and Boards**

Published annually, the 132-page directory includes not only the professional staff (addresses and telephone numbers), but also contact persons in each state for the State Higher Education Executive Officers (SHEEO), the 1202 commission, the National Association of State Scholarship and Grant Programs, the National Council of Higher Education Loan Programs, the SHEEO/NCES Communication Network representative and the Education Information Center (EIC) designee. The directory is three-hole punched for handy reference and a red printed binder will be supplied as long as quantities are available. The 1981 edition is available and the 1982 edition will be published in August 1982.

**Subscription price: $8 (1981); $10 (1982)**

The following are available without charge on request: "Major Issues of Concern to State Higher Education Agencies and State Policy Issues," as identified in and analyzed from the annual reports from each of the 50 states and D.C. 1981 analysis available; 1982 analysis will be prepared in August 1982.

"Staffing and Salary Information, Statewide Coordinating or Governing Agencies, 1981-1982."

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